REPORT RESUMES

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A POLICY PLAN FOR COMMUNITY COLLEGE EDUCATION IN THE STATE OF WASHINGTON, REPORT TO THE SUPERINTENDENT OF PUBLIC INSTRUCTION. (ABRIDGED).

LITTLE (ARTHUR D.) INC., BOSTON, MASS.

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IN 1965-66, AN INDEPENDENT RESEARCH AGENCY STUDIED THE EXISTING STRUCTURE OF COMMUNITY COLLEGES IN WASHINGTON AND CONCLUDED THAT (1) DEMAND FOR COMMUNITY COLLEGE EDUCATION WILL INCREASE, ESPECIALLY IN NONTRANSFER PROGRAMS, (2) THE STATE SHOULD CONTINUE AND STRENGTHEN ITS OPEN DOOR POLICY, (3) A SYSTEM OF INDEPENDENT COMMUNITY COLLEGE DISTRICTS IS NEEDED, (4) PENDING ESTABLISHMENT OF A STATE BOARD FOR COMMUNITY COLLEGES WITH AN APPROPRIATE STAFF ORGANIZATION, A STRONG DIVISION OF COMMUNITY COLLEGE EDUCATION SHOULD BE ORGANIZED IMMEDIATELY IN THE OFFICE OF THE STATE SUPERINTENDENT OF PUBLIC INSTRUCTION, (5) LEGISLATIVE AND CONSTITUTIONAL CHANGES ARE NEEDED TO INCREASE FINANCIAL SUPPORT, WITH THE STATE CONTRIBUTING TWO-THIRDS OF OPERATING EXPENSES, AND TUITION PAYMENTS AS LOW AS POSSIBLE, (6) COMPREHENSIVE 5-YEAR PLANS FOR DEVELOPMENT AND GUIDELINES FOR OPERATION SHOULD BE PREPARED, AND (7) PROMPT ACTION SHOULD BE TAKEN TO ORGANIZE THE SYSTEM. A STATEWIDE SYSTEM OF 20 DISTRICTS IS RECOMMENDED, WITH EACH DISTRICT PROVIDING COMPREHENSIVE COMMUNITY COLLEGE PROGRAMS. DETAILED RECOMMENDATIONS FROM THE RESEARCH AGENCY ARE OFFERED FOR BOTH STATE AND LOCAL ADMINISTRATIVE UNITS. (WO)

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A POLICY PLAN FOR COMMUNITY COLLEGE EDUCATION IN THE STATE OF WASHINGTON

Report to
THE SUPERINTENDENT OF PUBLIC INSTRUCTION

U. S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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Arthur D. Little, Inc.

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June 30, 1966

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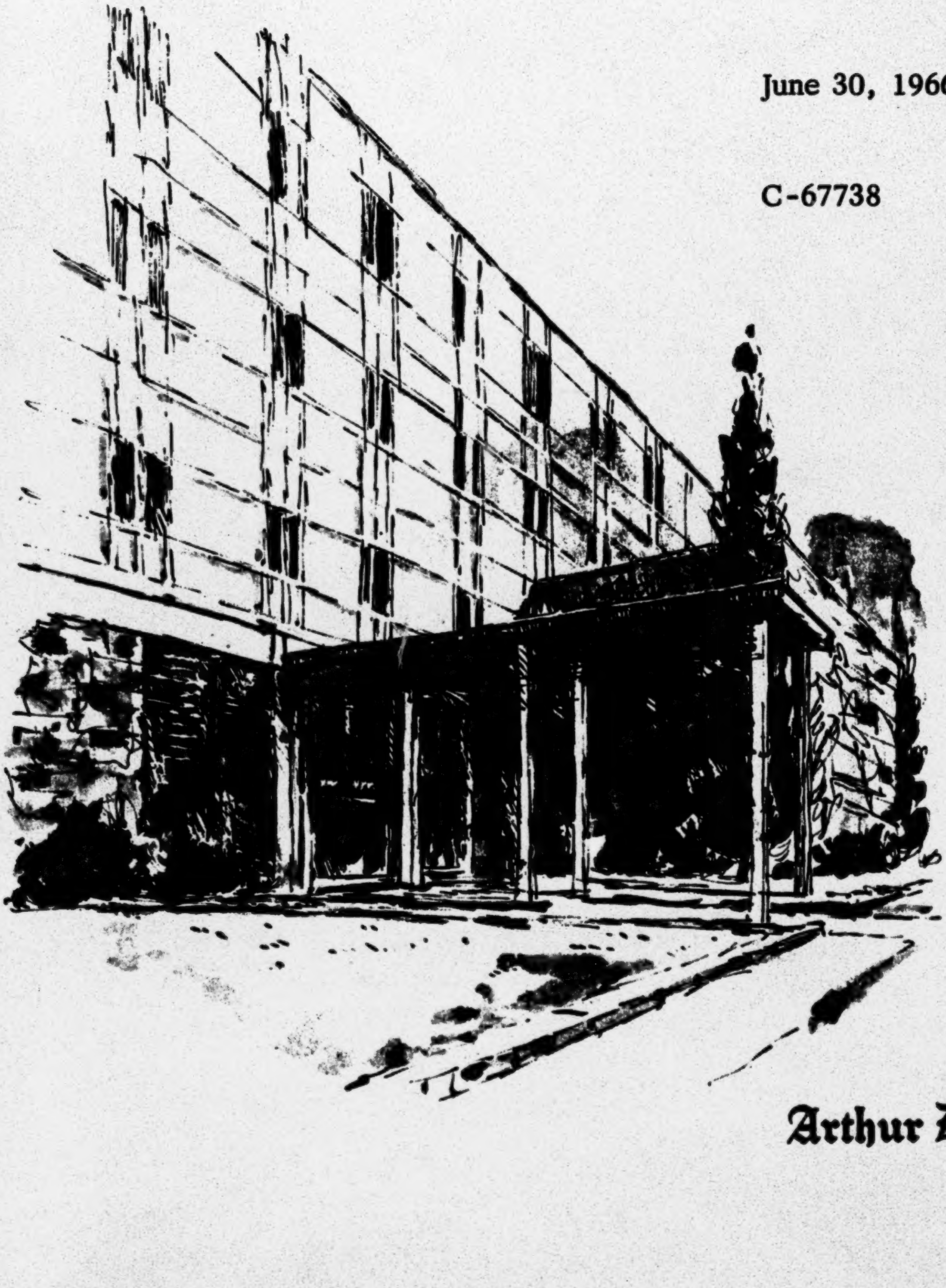


Arthur D. Little, Inc.

ACKNOWLEDGEMENTS

This study would not have been possible without the cooperation of citizens from every part of Washington who gave freely of their time and interest in the conduct of our research. The number of people who were involved--educators, laymen and legislators--precludes our acknowleding our indebtedness to specific individuals, but we wish to take this opportunity to express our appreciation to all of them.

In the conduct of this study, the Arthur D. Little Inc. staff had the advice and assistance of a distinguished group of community college educators from outside the State of Washington. While the recommendations contained in this report are the sole responsibility of the Arthur D. Little Inc. staff, we wish to express our appreciation for the wise counsel we have secured from the following men who served as educational consultants to us:

-Dr. George L. Hall, University of Michigan
-Dr. Roy Jastram, University of California
-Dr. Leland Medsker, University of California
-Dr. S.V. Martorana, State University of New York
-Dr. Basil Peterson, President Emeritus, Orange Coast College

The research presented in Appendix I was done under the direction of Dr. Paul F. Ross of the Arthur D. Little Inc. staff with the assistance of Messrs. H. David Fish and Jonathan M. Daube of Harvard University. We wish to express our appreciation to Messrs. Fish and Daube for their assistance and to the community college administrators in each state who supplied us with written data and information for this portion of the study.

Finally, we wish to express our appreciation to Dr. William H. Crawford of Washington State University, who acted as Coordinator of this study for Mr. Louis Bruno, State Superintendent of Public Instruction. Dr. Crawford has provided valuable assistance to the Arthur D. Little Inc. staff in the conduct of this study, while maintaining an environment of objectivity which immeasurably facilitated the conduct of this work. We also wish to express our thanks to Mr. Bruno and to the members of the staff of Mr. Bruno's office for the data and assistance they have provided to our staff during this study.

SUMMARY

PURPOSE AND SCOPE

The Thirty-Ninth Session of the Washington Legislature directed the State Superintendent of Public Instruction to prepare a "comprehensive report and plan" for the organization of community college education in the State.

In discharging this mandate, the State Superintendent decided to ask an independent research firm to undertake the required study and recommend a policy plan. Arthur D. Little, Inc. was selected for the assignment.

The purpose and scope of our study was formally defined by Substitute House Bill No. 104 (Chapter 98, Laws of 1965, Extraordinary Session, and RCW 28.84.500 Seq: 501.502.503) and by the Invitation to Bid on the study issued by the Office of the State Superintendent on July 7, 1965. Authorization to begin work on the study was received on September 8, 1965, and the research was completed in June, 1966.

In conducting this study our purpose has been to:

1. make an appraisal of the existing structure of community college education in the State to determine whether changes and improvements in the existing organizational structure are required;

2. propose a policy plan for the organization, administration and financial support of community college education in the future;

3. recommend a plan for the creation, organization, administration and financing of community college districts and for the organization of State-level responsibilities with respect to community college education in the State;

4. advise about the major steps which will be required to implement the recommended plan; and

5. identify the prospective demand for community college education in the State during the next 20 years and the financial resources which will be required to support community college education in Washington in this period.

In formulating our recommendations, we have attempted to recognize and plan for emerging as well as existing educational needs in the State. In proposing a policy plan, we have made recommendations which are aimed at preserving and enhancing the local initiative and responsibility which we believe has contributed so significantly to the sound development of community college education in the State in recent years. Our plan has been designed to take account of the unique differences which characterize the resources, attitudes, aspirations and needs of diverse areas and groups in the State. In particular, we have tried to construct a plan which will be defensible in theory and workable in practice; one which will assist in resolving recent differences in viewpoints and which will enlist the enthusiasm and support which will be required in support of community colleges if they are to play an increasingly important role in the State's total system of education.

CONCLUSIONS AND RECOMMENDATIONS

1. Demand for Comprehensive Community College Education

a. Significantly increased efforts will be required to meet the rapidly expanding demand in Washington for comprehensive community college education:

- enrollments in community colleges will increase approximately 68% between 1965 and 1970, 41% between 1970 and 1975, 29% between 1975 and 1980, and 22% between 1980 and 1985.

b. The primary function of community colleges in Washington today is to prepare people to find and hold productive employment and to lead meaningful adult lives as citizens of the State:

- today, only a small portion of community college students go on to four-year colleges and universities for baccalaureate degrees;
- today community colleges in Washington are not merely academic transfer institutions; in the years ahead academic transfer education programs will continue to be only one part of the comprehensive program of community college education in the State; and
- today, community college enrollment is primarily made up of youth of post-high school age; in the years ahead community colleges in the State will serve an increasingly large number of adults and will provide an increasingly broad range of community services.

c. The most rapidly expanding demand for community college education will come from youths and adults seeking education of a broadly occupational character which will:

- provide the training necessary for post-high school youths to find employment;
- enable youths and adults to advance in their chosen occupations; and
- develop the knowledge and skills necessary for adults to change jobs and occupations in response both to changing economic conditions and rising personal aspirations.

2. General State Policy Regarding Community College Education

a. The existing State policy of providing comprehensive programs of community college education for all who desire and can benefit from it (both adults and youth) is sound, far-sighted and in keeping with the basic educational traditions of Washington. This policy should be confirmed and strengthened by:

- providing the increased financial support which will be required to meet the growing demand for community college education and the increasing need for a broader spectrum of community college programs;
- providing this financial support in ways which will ensure that services and facilities are available as demand emerges so that the "open-door" is a reality; and
- continuing the policy of allowing students to select the college of their choice irrespective of the student's place of residence.

b. The State must ensure that comprehensive educational programs and services are available within each college, so that students of widely different capabilities and interests can find within each college a broad range of program offerings from which to choose and the skilled guidance and counseling which will enable them to make sound choices. Students should not be required to choose between institutions which offer either academic or vocational programs. They should be able to find within one institution programs of both types so that they will be able to move with ease between programs and courses as their needs and interests dictate.

c. The State should confirm the unique educational mission of community colleges by prohibiting any community college from becoming a four-year academic institution granting the baccalaureate degree.

3. Independent Community College Districts

a. In order to ensure that comprehensive community college education develops and flourishes as a unique and important segment of the State's total educational system, all existing community colleges and vocational-technical institutes should be separated from common school districts, and a new system of independent community college districts should be established.

b. A system of 20 new college districts should be established, along the lines shown in Figures 3 and 4 and Table 5, encompassing every part of the State.

c. Each district should be governed by a lay board of seven trustees, elected from the district for overlapping terms of four years each. Each district should be administered by a chief executive officer appointed by and responsible to the board of trustees. The chief executive officer should select (with the approval of the trustees) the presidents of the colleges operated by the district.

d. The boards of trustees of the new districts should be empowered to:

- operate all existing community colleges and vocational-technical institutes;
- create comprehensive systems of community college education encompassing programs in the areas of general academic and transfer education, vocational-technical education, occupational education for adults and youth, and broad programs of adult education and community service; and
- establish (after approval by the State Board for Community College Education) new colleges as required so that multicollege systems develop within each district and colleges are generally accessible to the residents of the districts.

e. To avoid unnecessary duplication of the skilled staff and expensive facilities required by highly specialized and unique programs of vocational-technical education, some districts should be encouraged to develop programs to serve the specialized interests and needs of a relatively small population of students throughout the State.

f. Although extensive investment in permanent dormitory facilities will not be required, college districts should be empowered to lease, operate and supervise residential facilities in conformance with long-term plans approved by the State. These residential facilities will be required to house out-of-district students (in connection with programs described in number 5, above) and to meet short-term housing requirements which will decline as each district develops a multicollege system.

4. Recommendations for State-Level Organization

In order to make early and effective progress in the implementation of approved recommendations resulting from this study, we suggest the following action steps:

a. The Governor should appoint immediately an Advisory Planning Committee for Community College Education. We suggest that this committee be constituted so that seven members of the committee can later be appointed by the Governor as the new State Board for Community College Education, if and when the Legislature enacts enabling laws.

   The Advisory Planning Committee should be chartered to begin work with the Office of the State Superintendent of Public Instruction through the State Board of Education in planning for the development of a Division of Community College Education, and for the immediate preparation for separation, districting, and financing of community colleges and vocational-technical institutes in the State.

b. A strong and well-staffed, and broadly capable Division of Community College Education should be created immediately within the Office of the State Superintendent of Public Instruction.

   As an initial step, the State Superintendent, with the advice of the Advisory Planning Committee and with the approval of the State Board of Education, should appoint a highly qualified Director of the Division of Community College Education. This new director should temporarily report to the State Superintendent and should be charged with the responsibility of defining staff requirements in the division and recruiting of appropriately qualified personnel. The definition of position descriptions, specifications and salary ranges should be developed with the advice of the Advisory Planning Committee and with the assistance of the State Superintendent and the State Board.

   This division should be the locus of State-level administrative responsibilities for community college (including vocational-technical institutes) budgeting and finance, State-wide planning and research, districting, and the administration of basic minimum standards regarding curriculum, professional staff qualifications, the establishment of new colleges, facilities, pupil personnel services, and community services.

c. Upon enactment of enabling legislation:

   - seven members of the Advisory Planning Committee for Community College Education should be appointed by the Governor as the new State Board for Community College Education;

- the director and the staff of the Division of Community College Education should become directly responsible to the new State Board for Community College Education and serve as its administrative agency;

- a new joint State Board for Occupational Education should be established, consisting of members from the new State Board for Community College Education, and from the State Board of Education, and an Advisory Committee on Occupational Education should be appointed by the Governor to advise the new joint board on emerging requirements for occupational education in the State and nation, and particularly in the planning and coordination of Federal and State programs affecting high schools, community colleges, and vocational-technical institutes.

d. To implement the concepts and plans proposed in this report, the new State Board for Community College Education and the Director of Community College Education should be charged with the following duties and responsibilities:

- Review the budgets prepared by the community college districts, prepare a single budget for the support of the community college system in the State, and submit this budget to the Legislature.

- Allocate operating and capital support to the community college districts in conformance with the State and district budgets and minimum standards and guidelines established by the State Board for Community College Education.

- Supervise the preparation of the district development plans, review these plans and prepare a comprehensive master plan for the development of community college education in the State.

- Define and administer criteria and guidelines for the establishment of new community colleges or campuses within existing districts.

- Establish and administer criteria and procedures for modifying district boundary lines.

- Establish and administer minimum standards to govern the operation of the community college districts with respect to:

    - qualifications and credentials of instructional and key administrative personnel

- standards for educational facilities and facilities planning

- budgeting, accounting, auditing and financial procedures

- the content of educational programs and the requirements for degrees and diplomas awarded by the colleges.

- Prepare and establish guidelines for the operations of community college districts which will:

- ensure adequate emphasis on occupational education and an effective balance between occupational and academic programs

- encourage innovation in the development of new educational programs and instructional methods.

- Establish standard tuition charges, collect tuition revenues and establish a system for awarding grants from tuition revenues to selected community college districts to encourage and support program development and experimentation, especially in the area of occupational education.

- Sponsor, coordinate and support research, disseminate the research results, and provide the information and technical assistance necessary to provide educational leadership to the community colleges in the development of their programs and operations to the end that the State will develop a community college system of national recognized excellence.

e. If the Legislature does not elect to act upon our recommendation for a new State Board for Community College Education, then the Director of the Division of Community College Education (and his staff) will continue to be responsible to the State Board of Education through the Office of the State Superintendent of Public Instruction. The State Board, the State Superintendent, and the Director would then continue to carry out the duties and responsibilities listed above. The State Board would also continue to act as the State Board for Vocational Education. The Advisory Planning Committee for Community College Education should be continued and its role should be to advise the State Board of Education regarding community college interests and program development, particularly in areas of occupational education and academic transfer education.

5. Financing Community College Education

a. Increasing financial support for comprehensive community college education in the State will be required to keep pace with rapidly expanding demand. Because of expending enrollments, annual operating costs will increase to approximately $46.9 million by 1970 and to approximately $90.0 million by 1980. New capital requirements for land and buildings will average about $17.2 million per year over the next decade.

b. If the State constitutional limitations on real property taxation can be amended (and for the good of education in the State we believe strongly that they should be amended), support for community college operations ought to be provided on the basis of one-third local support from real property taxation, and two-thirds State support from general appropriations.

c. Until such time as the constitution can be revised or new local sources of revenue can be found, the State should continue the present practice of providing all of the funds required for current operations.

d. A portion of community college capital costs should be met, as at present, from real property taxation in each of the districts. However if this can be accomplished only by these means which require revising district boundaries and consolidating districts by a slow, complex and costly process of popular referenda, then we recommend that all capital financing be done by means of State-wide bond issues such as those used to finance the capital needs of the five State universities and colleges.

e. Because of the need to keep tuition payments low in order to ensure the continuance of the "open door" policy, tuition payments should not be earmarked to support major elements of operating or capital programs. Such earmarking could result in increasing pressures to raise tuition which might thus deny the availability of community college education to those less able to pay.

f. The Legislature should continue, as at present, to establish low maximum tuition charges. These should be uniform throughout the State. The proceeds from these charges, however, should be used to finance grants by the State Board for Community College Education to support special program development projects. Initially, these special grants should be made to support new program developments in the broad area of occupational education because innovation is needed at the interface between "general education" and vocational-technical education. The grants should be made selectively so as to encourage districts to compete in developing innovative programs to meet emerging needs in this area. In awarding such grants, provision should be made for evaluating the effect of innovative programs. Results of such evaluations should be disseminated broadly within and also outside the State.

g. The State should assume financial responsibility for the retirement of all outstanding bonded indebtedness which common school districts have incurred for community college purposes. Title to the land, plant and facilities financed by these bonds should be vested in the new community college districts. If legally possible, responsibility for this outstanding indebtedness should be assumed by the State in such a way as to return to common school districts the bonding capacity which was obligated to community college plant and facilities.

h. No compensation should be made to common school districts for bonded indebtedness incurred for community college purposes but already retired, or for community college assets transferred to the new districts, because the taxpayers benefiting from these improvements will continue to benefit from them even though title is held and the facilities are administered by a new agency.

6. Planning, Budgeting, and Allocating Support

a. The new community college districts should be given the responsibility and the funds to begin work immediately upon the preparation of comprehensive five-year development plans. Adequate data does not now exist for identifying the detailed program and facility requirements for an effective, comprehensive program of community college education in the State. Initial responsibility for developing this information should be given to the districts. The Division of Community College Education should provide technical and research assistance and should be responsible for collating and interpreting data collected by local districts.

b. The existing system of determining financial support requirements and allocating State support should be continued only for the next biennium during which time the new districts and the Division of Community College Education should work jointly upon the development of improved methods of budgeting and allocating financial support. These improved methods should be aimed at developing a system in which:

- a comprehensive system of program budgeting can be employed for each district's operation at the local level, and for the State-wide system as a whole;
- districts will develop and submit to the State Board for Community College Education five-year program budgets which identify financial requirements for operating and capital purposes. The State Board then should prepare a master program budget for the community college system and should submit this budget to the Legislature in support of biennial appropriation requests; and

- the allocation of State support will be related more directly and more accurately than at present to program costs and performance.

c. The Division of Community College Education should develop and administer, and the State Board for Community College Education should enforce comprehensive guidelines for the operation of the community college districts. These guidelines should include the following:

- basic or minimum standards for the qualification of instructional staff and administrators; plans for staff and employee compensation; basic standards for program construction, course content and course credits; and minimum standards for educational facilities;

- standards which will ensure adequate emphasis on vocational-technical education and appropriate initiative in meeting emerging needs in the area of occupational education generally; and

- standards for district planning capabilities which will ensure that emerging educational needs are met in a timely and efficient manner.

7. Implementing the Recommended Policies and Program

a. The process of separating community colleges and vocational-technical institutes from common school districts should begin immediately, even though several years may elapse before all districts are fully self-sufficient operating units. The process should be initiated at the district level by holding elections in each district to select the trustees of each new district.

b. The process of separation should be initiated at the State-level by the immediate appointment by the Governor of the members of the new Advisory Planning Committee for Community College Education. These appointments should be made, if possible, before the election of the district trustees so that this new committee can advise and assist the State Board of Education in appointing the new Director, and in organizing and staffing the Division of Community College Education which will then provide assistance and leadership to the new community college districts in setting up elections and during the process of separation.

c. In making appointments to the new Advisory Planning Committee for Community College Education, the Governor should:

- consult with representatives of organized labor and business and industry in the State so as to ensure that the new Advisory Planning Committee for Community College Education will include members who are informed and capable of seeing that vocational-technical programs and occupational education generally receive adequate emphasis in the community college system;

- consult with leaders of institutions of higher education so as to ensure representation which will provide for continuing liaison and coordination between the community college system and the State's system of colleges and universities.

d. After local district trustees are elected all capital and equipment assets now held by common school districts which are wholly or largely devoted to community college and vocational-technical institute purposes should be vested in the new districts and their trustees.

e. To provide for continued and efficient operation during the process of separation from common school districts, the new districts should be empowered and encouraged to contract with common school districts to supply necessary facilities, services and supporting staff. Every attempt should be made by the new districts to avoid unnecessary duplication of personnel, services, and facilities.

f. During the initial period of their operations, many new districts which operate only one community college will not need to appoint a separate chief executive officer, but can designate the community college president to act in this capacity.

g. The process of separation should be accomplished so as to preserve existing employee rights. Trustees of the new districts, however, should be empowered to negotiate subsequently with all employees to establish terms and conditions of employment. The new districts should be exempted from the operations of the common school continuing contract law.

B. DISTRICT PLAN OF ORGANIZATION

1. Recommendations

a. In order to ensure the development of community colleges as a distinct portion of the State's total educational system, we recommend that all existing community colleges and vocational-technical institutes be separated from common school districts and that a new system of independent community college districts should be established.

b. These new districts should be empowered to operate all existing community colleges and vocational-technical institutes, and to create and administer comprehensive systems of community college education in their areas.

c. Such systems should encompass programs in the areas of academic and transfer education, general education, vocational-technical education, occupational education both for adults and youth, and broad programs of adult education and community service.

d. The districts should be empowered to establish new colleges so that multicollege systems may develop within each district and so that community college education is easily accessible to the residents in the districts.

To implement these recommendations, we have prepared a plan of organization and districting which takes account of certain basic objectives which we believe must guide any attempts to confer organizational independence upon community college education in the State. In this section, we wish to outline briefly the major objectives and considerations which have shaped our recommendations for a plan of community college district organization. In subsequent sections we will turn to a more detailed description of the organization and responsibilities of

the districts and finally to the discussion of the powers, responsibilities and organization of the State-level agency for community college education.

2. Objectives for District Planning

The proposed district plan has been developed to reflect the following general objectives:

a. Local Initiative and Control

As we have indicated throughout this report, we believe that community college education must reflect the needs and desires and aspirations of the individuals and the communities it serves. For these reasons, we believe that any system of community college organization must place the primary initiative for planning, operations, and administration in the hands of people who are directly responsible to the needs of the area being served.

We do not believe that a highly centralized system of community colleges in which the locus of policy making, administration, and operations is at the State level would be appropriate in Washington. Under any system for providing organizational independence to community college education in the State, therefore, we believe that such a responsibility ought to be decentralized from the State to operating units. We believe that the most suitable operating unit is a community college district.

b. Districting the Entire State

To ensure that the current and the future needs of every area in the State are the immediate planning and operating responsibility of some community college district, we believe that the entire State ought to be divided into community college districts.

It has been suggested to us that some areas of the State ought to be left unorganized until such a time as the demand for community college education in these areas emerges to the point that new colleges can be supported in these areas. It seems to us that such a recommendation overlooks one of the most important responsibilities which local districts should have under the decentralized system of responsibility which we believe desirable for the State. Districts, it seems to us, should be viewed as having the responsibility to plan for future needs and they should be charged with the responsibility of taking account today of emerging demands for community college education in every area. Planning to meet tomorrow's needs is quite as important an operating responsibility as providing educational services today. Neither of these responsibilities, it seems to us, should be left to some distant State-level agency.

c. Comprehensive College "Systems"

The new districts ought to be large enough to ensure that from the very start of their operations they will contain an enrollment population which is large enough to make it possible for them to provide truly comprehensive "systems" of community college education. As we have reviewed the experience of Washington and other states in community college education, we think the new districts must have at least 1,000 day students (on a full-time-equivalent basis) in order to operate fully comprehensive programs.

We believe that new districts should be charged with responsibility to develop comprehensive "systems" of community colleges. These systems must be comprehensive in the sense that they have a wide range of instructional offerings in every program area -- academic and transfer, occupational and adult education. It also seems that they should be fully comprehensive in geographical terms. To do this, we believe some of them will need to develop multicollege operations. As the demand for community college education in any district increases, the district ought to establish new colleges to serve these emerging needs so that colleges will be easily accessible to all the residents of the districts. As these systems develop, not every new college in the first instance will be identical in terms of program with the older, established colleges. None the less, we believe that the aim ought to be to have a comprehensive program in every college.

Under such a system in which each district is responsible for planning, establishing and operating a multicollege system of community college education, it seems to us that within practical limits there is no maximum size, in terms of the total enrollment of the community college population being served, which it is feasible for a district to serve. In other words, under a "system concept" such as this, districts can be large in area and enrollment terms.

d. Building on Present Achievements

We believe that every effort should be made to build the new districts around an existing nucleus of experience. In constructing a plan for community college districts, therefore, we believe that every new district ought to include an existing community college or vocational-technical institute. These institutions should be regarded as the base from which each new district will develop its multicollege operations. While new colleges should be administratively separate and on an equal footing to existing colleges and vocational-technical institutes, we believe that the existing colleges represent a very valuable base of experience which is essential to the rapid and successful development of multicollege operations in each district. In making this recommendation we are aware that there has been a lack of leadership and lack of detailed practical help in the past from the State

in establishing new community college operations. It would be a mistake, we believe, to establish new community college districts which did not have either an existing institution or college in them or one that is already in the process of being organized.

3. The District Plan

To implement these objectives, we recommend that there be established a State-wide system of 20 new community college districts.

Figure 3 is a state map of the proposed districts. Figure 4 shows a detailed map of the proposed districts in King County. Table 6 provides statistical data about selected characteristics of the proposed districts. The table shows information about the current and projected population of the districts, current and projected community college enrollment in the districts, and actual and equalized current real property assessed valuation.

4. Comments on Recommended Districting Plan

The following comments about the recommended plan are provided as a means for describing how we have attempted to employ the objectives outlined above in making these proposals:

a. Existing Patterns of Cooperation

Were the State confronted with the necessity of starting a new community college system without having any community colleges in existence, then the task of drawing district boundaries would be a straightforward exercise in which logistical considerations and quantitative criteria such as population, enrollment size, travel times, topography, and patterns of prospective economic development, could be employed as the primary criteria for drawing district boundaries. However, this is not the situation which confronts us.

The State already has a series of community colleges, many of them in existence for some years, whose development has been a result of the enthusiasm and the interest of the communities which they are serving. We believe that it would be a serious mistake to draw up a plan of districting which failed to take into account these resources of community attitudes and interests and which merely employed a mechanical set of quantifiable criteria. The plan which we are proposing, therefore, has been drawn up in recognition of the fact that any plan for conferring organizational independence on a community college, particularly in its early stages, will need to enlist the enthusiasm, the attitudes, and the experience that are already in place in community college education in the State.

In suggesting district boundaries, therefore, we have tried to take account of the colleges that are in place and we have also tried to employ the objective that every independent community college district ought to have within its boundaries some existing community college or vocational-technical institute. From a strictly logistical standpoint, for example, proposed districts #13 and #14 which encompass Wahkiakum, Cowlitz, Clark, and Skamania might have been combined into a single district which would have had a current population of about 170,000 people and a current community college population in excess of 3,000 students. Making a single community college district of these four counties would have better satisfied our objectives of having large districts with ample resources to conduct fully comprehensive programs of community college education than the two-district plan which we have actually proposed.

However, we have proposed the two districts because we have felt it necessary to take account of the fact that Lower Columbia College and Clark College are both well established institutions. Both of them have been extremely successful in securing widespread local support and enthusiasm for their programs. A new district which combined both colleges into the same district might not be workable. Ultimately both colleges might well be combined into the same district for reasons of operating and administrative efficiency. However, we believe that to incorporate the two colleges into a single district immediately might result in competition and a lack of immediate community support.

Because we believe that the current state of indecision with respect to the organizational future of community colleges in the State has had a deleterious effect upon community college education in the State, we believe that in recommending a plan for the future organization of the system every effort should be made to ensure that the recommended plan will be able to mobilize the enthusiasm and support of every community in the State. This kind of enthusiasm and support will be essential to ensure that the newly independent community college districts quickly assume leadership in the job of continuing the development of community college education in the State. For these reasons, we have concluded that the initial plan of districting ought to risk making districts small as a means of eliciting maximum initial support.

The same comment that has been made about proposed districts #13 and #14 might be made about proposed districts #19 and #20. From the standpoint of current and future population and existing and future community college enrollments, our inclination was to recommend that this be made a single district which would include Columbia Basin College at Pasco, the existing Walla Walla vocational-technical institute and the new community college being organized at Walla Walla. However, we believe that in the short term such a combination might result in a lessening of enthusiasm on the part and interest of many of the citizens who have been involved in promoting the interests of each of these respective institutions. It also might sacrifice much of the unique identity which each of these institutions has and which is an important part of their community educational function.

We have tried, therefore, to make our districting proposal one which will optimize the amount of local enthusiasm and interest which can be mobilized in support of community colleges during the initial period of their organizational independence.

b. Further District Developments

In reviewing the proposed redistricting plan, we think it important to emphasize that the districts ought not to be regarded as immutable. They are not attendance districts in the sense that common school districts are. Under existing State policy, which we recommend be continued, students are free to register at any college of their choice in the State. Under the proposed community college districting plan which we have drawn up, students will be free to ignore district boundary lines and to choose the college which they attend on the basis of their own convenience, and their own interests.

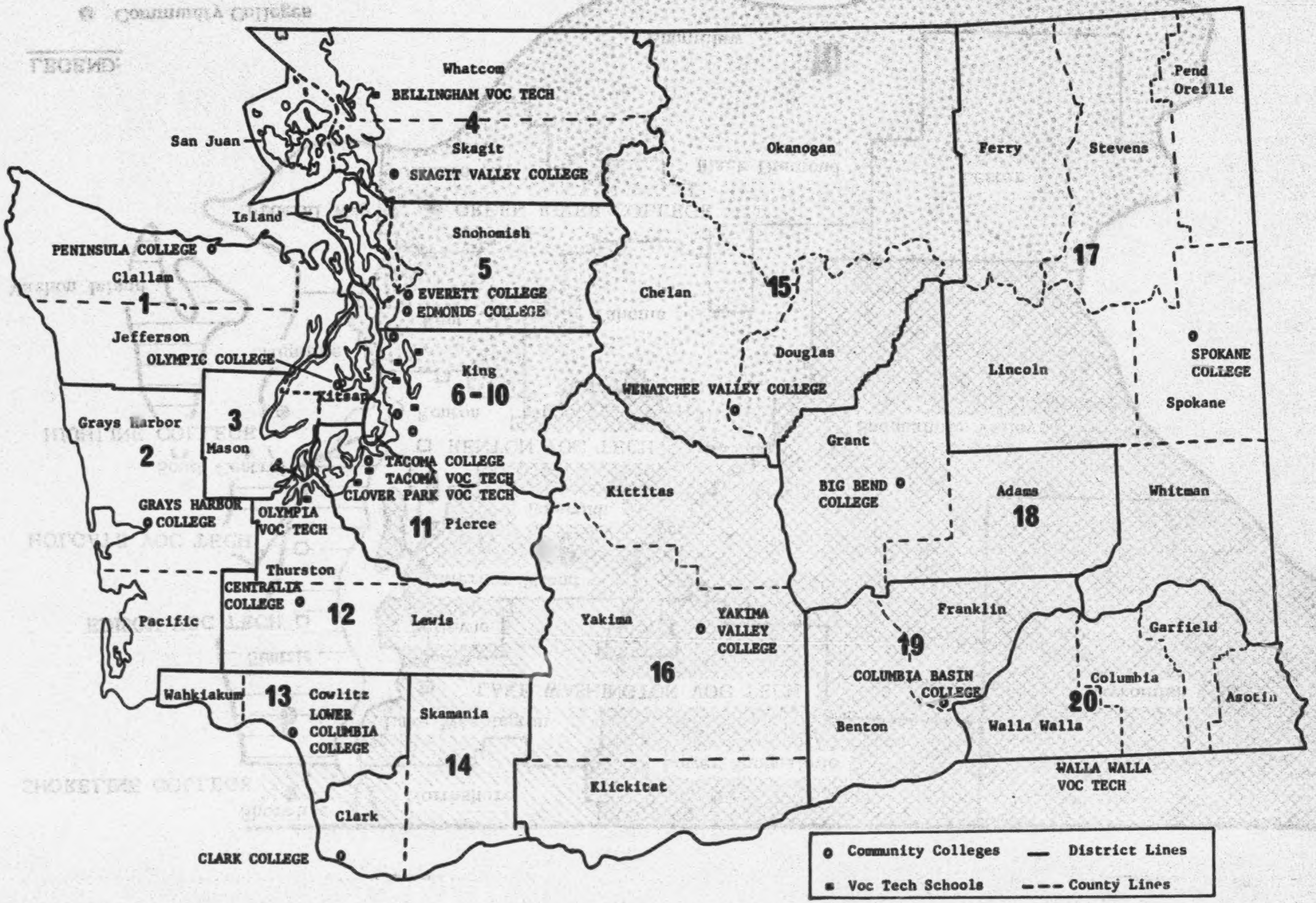
In one sense, therefore, the community college districts are creatures of administrative and operational convenience and necessity. By this we mean that their principal function is to operate systems of community college education and to exercise the initiative to ensure that these systems of community college education are fully adequate and responsive to the needs of the areas they serve. As the demand for community college education increases, and the community college educational programs in the State develop, district boundaries ought to be kept flexible and subject to revision. We do not propose creating a new set of local government institutions whose boundaries will be fixed by law in such a way that they cannot easily be revised to take account of educational, economic, and demographic changes.

For example, we believe that detailed research of a type that has been outside the scope of this study ought to comprise an important part of the comprehensive planning studies which we have recommended that the new districts be charged with undertaking. These studies are likely to indicate that developments in the patterns of employment and residence in the State will indicate the need for a smaller number of larger community college districts in the future. District boundaries will need to be revised to take account of the developing patterns of urbanization and economic activity. In five to ten years, community college education in the State might most efficiently and expeditiously be provided by only eight or ten community college districts. The

Figure 3

Proposed Community College Districts

State Of Washington


Whatcom
BELLINGHAM VOC TECH
4
San Juan
Skagit
SKAGIT VALLEY COLLEGE
Island
Snohomish
5
EVERETT COLLEGE
EDMONDS COLLEGE
PENINSULA COLLEGE
Clallam
1
Jefferson
OLYMPIC COLLEGE
Kitsap
King
6-10
Grays Harbor
2
3
Mason
TACOMA COLLEGE
TACOMA VOC TECH
CLOVER PARK VOC TECH
GRAYS HARBOR COLLEGE
OLYMPIA VOC TECH
11
Pierce
Thurston
CENTRALIA COLLEGE
12
Lewis
Pacific
Wahkiakum
13
Cowlitz
LOWER COLUMBIA COLLEGE
Skamania
14
Clark
CLARK COLLEGE
Okanogan
Chelan
15
Douglas
WENATCHEE VALLEY COLLEGE
Kittitas
Yakima
YAKIMA VALLEY COLLEGE
16
Klickitat
Ferry
Stevens
Pend Oreille
17
Lincoln
SPOKANE COLLEGE
Spokane
Grant
BIG BEND COLLEGE
Adams
18
Whitman
Franklin
19
COLUMBIA BASIN COLLEGE
Benton
Garfield
Columbia
20
Asotin
Walla Walla
WALLA WALLA VOC TECH
Community Colleges
Voc Tech Schools
District Lines
County Lines

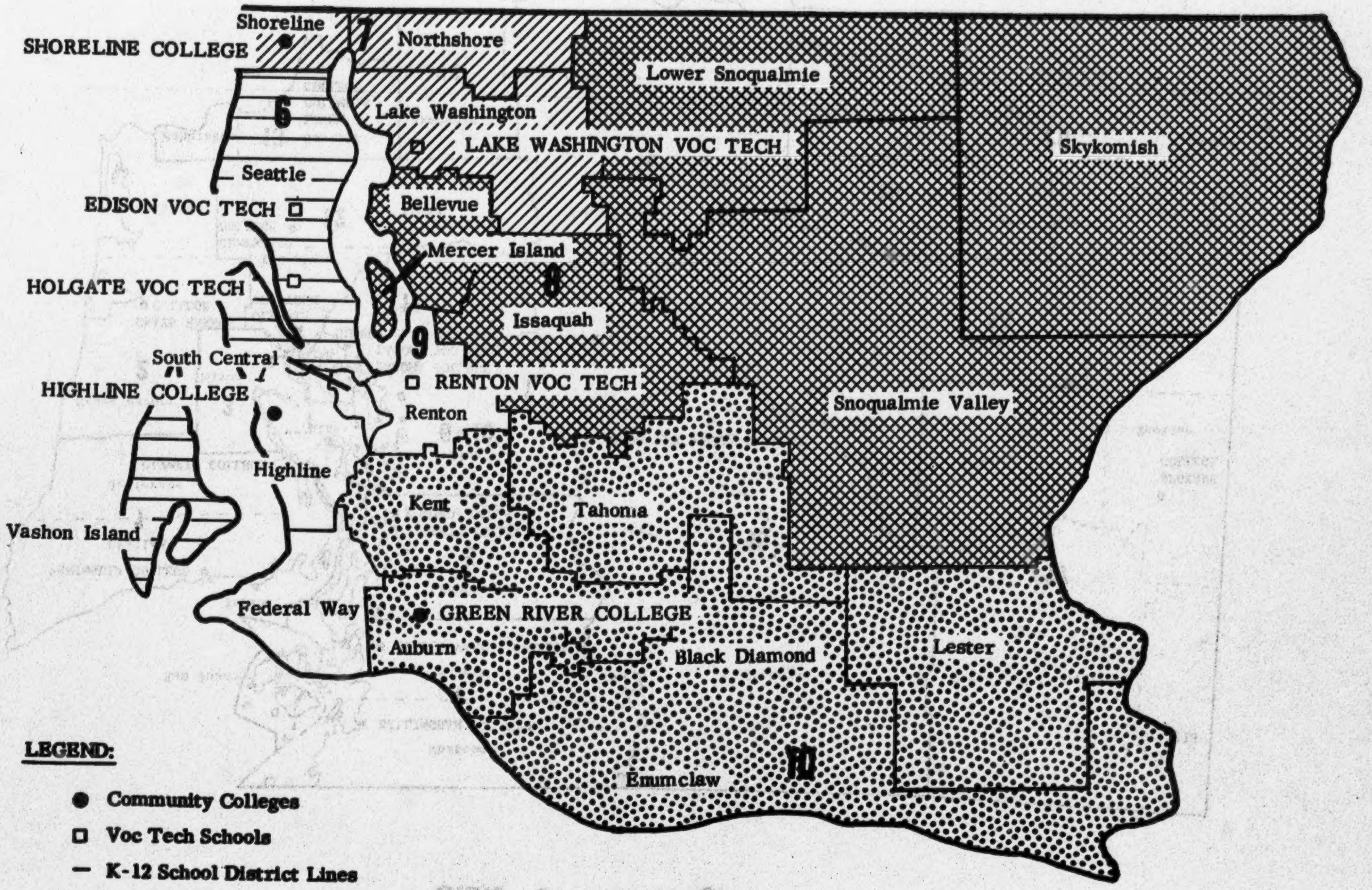

Shoreline
SHORELINE COLLEGE
7
Northshore
Lower Snoqualmie
6
Lake Washington
LAKE WASHINGTON VOC TECH
Skykomish
Seattle
EDISON VOC TECH
Bellevue
Mercer Island
8
HOLGATE VOC TECH
Issaquah
9
South Central
RENTON VOC TECH
HIGHLINE COLLEGE
Renton
Snoqualmie Valley
Highline
Kent
Tahoma
Vashon Island
Federal Way
GREEN RIVER COLLEGE
Auburn
Black Diamond
Lester
10
Enumclaw
LEGEND:
● Community Colleges
□ Voc Tech Schools
— K-12 School District Lines

FIGURE 4 PROPOSED COMMUNITY COLLEGE DISTRICTS--STATE OF WASHINGTON, KING COUNTY

community college district plan which we have proposed is primarily designed to effect the transition of community colleges from their present organizational status, as components of the common school system, to a new status as an organizationally independent sector of the State's total educational system.

The plan that we have proposed has been formed to take account of existing community loyalties and the existing patterns of community cooperation which have grown up in the State over the last two decades. It is designed for the immediate task of effecting separation from common schools and conferring organizational independence upon the community college educational system. After the new districts are in operation and have had the opportunity to do comprehensive planning and assemble much of the detail of economic and demographic data which is not now available, and therefore could not be taken into account in our planning, we believe it may be desirable to redefine district boundaries and ultimately to reduce the number of districts to take account of developing patterns in employment activity and residence in the State.

c. District Size

As we have indicated earlier, we believe that there is no arbitrary maximum enrollment size of multicollege district operations of the type we propose. There is a minimum threshold below which a district cannot expect to be able to offer a comprehensive program of community college education. In our view, that threshold is about 1,000 community college day students (on a Full-Time Equivalent basis). The districting plan which we propose has been designed to take account of this criterion. As indicated in Table 6, only one district will not have a minimum enrollment of 1,000 (FTE) day students by 1970. In fact, all but three of the proposed districts will have more than the minimum required enrollment, on the basis of 1965 data, from the time of their establishment.

d. Residential Characteristics

Most of the existing community colleges have some students enrolled today who do not commute but are in residence. In most of the proposed districts, this residential character is likely to be a continuing characteristic of their operations over the next five years. Rather than create a whole series of new colleges which are so small in terms of enrollment that they cannot offer fully comprehensive programs, it will be desirable for colleges to continue to have some residential component of their operation in order to have the enrollment necessary to operate a fully comprehensive program. As the new districts establish new college units which are easily accessible on a daily commutation basis to an increasing percentage of the residents of their district, this residential component of their operations should decline

TABLE 5

COUNTY AND COMMON SCHOOL DISTRICT
COMPOSITION OF PROPOSED COMMUNITY COLLEGE DISTRICTS

STATE OF WASHINGTON

Community College District	Counties	Community College District	Counties
1	Clallam Jefferson	11	Pierce
2	Gray's Harbor Pacific	12	Thurston Lewis
3	Mason Kitsap	13	Cowlitz Wahkiakum
4	Whatcom Skagit San Juan	14	Clark Skamania
5	Snohomish Island	15	Okanogan Chelan Douglas
6	King - Seattle Vashon Island	16	Kittitas Yakima Klickitat
7	King - Shoreline Northshore Lake Washington	17	Ferry Stevens Lincoln Pend Oreille Spokane Whitman
8	King - Bellevue Mercer Island Lower Snoqualmie Snoqualmie Valley Skykomish Issaquah	18	Grant Adams
9	King - South Central Highline Federal Way Renton	19	Franklin Benton
10	King - Kent Auburn Tahoma Black Diamond Enumclaw Lester	20	Walla Walla Columbia Garfield Asotin

TABLE 6

SELECTED CHARACTERISTICS

PROPOSED COMMUNITY COLLEGE DISTRICTS - STATE OF WASHINGTON, 1965-1985

Dist. No.	Population(1) 1965	1970	1975	1980	1985	Community College Enrollment 1965	1970	1975	1980	1985	1965 Assessed Valuation(2) Actual	Equalized
1	41,932	44,717	48,161	51,960	55,927	609	900	1,200	1,600	1,900	$ 57,214	$ 133,389
2	71,967	75,713	80,685	86,296	92,330	1,057	1,500	2,200	2,500	3,200	104,419	217,909
3	106,626	113,941	122,417	131,453	140,945	3,687	3,700	3,700	3,700	4,700	114,610	254,167
4	132,036	140,719	150,990	162,363	174,481	1,694	2,400	3,100	3,800	5,000	158,550	427,220
5	221,335	253,891	291,622	334,588	381,875	2,988	4,600	7,100	9,900	11,800	227,476	547,066
6	425,082	464,452	510,238	562,686	620,004	3,000	7,000	10,450	14,400	17,100	973,102	---
7	142,445	155,638	170,981	188,556	207,763	1,512	2,500	3,700	4,800	5,700	128,712	---
8	139,988	152,952	168,031	185,303	204,179	-	2,500	3,600	4,700	5,600	161,908	---
9	219,351	239,666	263,293	290,358	319,953	2,401	3,900	5,600	7,400	8,800	237,783	---(3)
10	97,182	106,183	116,651	128,641	141,745	1,094	1,700	2,500	3,300	3,900	98,759	3,245,507
11	352,105	385,225	423,703	467,683	516,697	3,401	6,300	9,400	13,000	15,300	349,563	710,933
12	103,270	110,688	119,585	129,432	139,925	1,448	2,200	3,100	4,200	4,900	137,323	321,932
13	65,219	69,713	75,126	81,049	87,110	1,092	1,400	2,050	2,500	3,100	114,003	267,297
14	105,503	112,998	122,014	131,875	142,071	2,160	2,300	3,100	4,100	5,000	138,474	340,455
15	86,455	92,771	100,461	108,904	117,685	1,202	1,800	2,300	2,500	3,600	107,831	231,217
16	190,827	204,771	221,635	240,334	260,171	2,327	3,500	4,800	6,000	7,700	189,246	480,550
17	379,025	411,372	448,889	491,608	537,982	2,599	6,600	9,200	10,900	14,200	451,570	1,000,056
18	66,820	78,369	92,021	107,728	124,810	832	1,300	1,900	2,700	3,200	89,243	198,054
19	95,782	107,304	120,942	136,098	151,958	1,850	1,900	2, 00	3,200	4,200	99,071	224,076
20	65,177	68,031	71,536	75,549	79,692	196	1,000	1,500	1,800	2,100	101,742	227,360
STATE TOTAL	3,108,117	3,389,114	3,718,981	4,092,464	4,497,285	35,149	59,000	83,000	107,000	131,000	$4,040,599	$8,827,188

(1) State total does not equal sum of the districts due to approximations in the forecasting technique.

(2) Thousands of Dollars

(3) Total for Districts 6-10 (King County)

SOURCES: Washington State Census Board, Population Forecasts State of Washington, 1965-1985, State Planning Series #4, Olympia, 1966

State Superintendent of Public Instruction, Community College Enrollment Statistics, Fall Term 1965, and unpublished enrollments for vocational-technical institutes

Arthur D. Little Inc., Washington Community College Enrollment Forecasts, 1970-1985

Washington State Board of Equalization, Minutes and Official Proceedings, Session 1965, Olympia, 1965 in extent and in importance. In the interim, the districts will need to develop, plan for, and take responsibility for this short-term residential function. We do not believe that every community college district should create permanent dormitory facilities. However, new districts should be required to take responsibilities for resident students. If the new districts are given such authority, it might be possible, for example, in return for long-term leases, for them to have private capital provide the necessary housing facilities for students. In any event, it seems to us desirable that the colleges take responsibility to supervise the living conditions of students who are in residence.

e. Districts in Nonmetropolitan Areas

We have recommended a community college districting plan which proposes fairly large districts, in area terms, for the predominantly non-metropolitan areas of the State, particularly the area east of the mountains. We expect the populations in these areas will grow more slowly than in metropolitan areas and as a result the demand for community college education will be somewhat slower in emerging. Despite this fact, however, we believe that the districts ought to have planning responsibility for meeting these educational needs as the demand emerges. Indeed, several of the colleges already in operation east of the mountains are already exercising such planning leadership.

We have been impressed by the planning at Wenatchee Valley College to provide community college educational services to the Okanogan and the northern parts of Chelan and Douglas Counties. Even though it is now operated by a single common school district, the college is already eliciting the support and interest in community college education on the part of people in all of these areas. Some thought has already been given to the possibility of establishing campus units in Chelan, Okanogan, and Douglas Counties, as demand for community college education there develops. Similarly, we have been impressed by the vision of the planning going on in Spokane College. Its current operations are already drawing students from many of the areas which we have included in the proposed district. What is more important, however, the administration and lay leadership of the college are actively assessing the educational needs of a broad geographical area. In practical terms of current operations and planning, therefore, Spokane and many other colleges around the State already are functioning as regional centers. All the colleges in the State report that at least half of their students live beyond the boundaries of the common school district which operates the college.

We think these developments must be taken into account in district planning, and our proposal involves a series of district boundaries which have been drawn in recognition of the direction which developments in non-metropolitan areas are already taking.

For the primarily non-metropolitan areas west of the mountains, only a few comments are required. In proposing a single district to encompass both Whatcom and Skagit Counties, we have taken account of the fact that there already is an established community college operation in Skagit which draws students from both counties, while in Bellingham there is an established vocational-technical institute. Neither of the two existing institutions offers fully comprehensive programs. Placing responsibility for the educational needs of both counties under one elected board of trustees and one chief executive officer will, in our estimation, promote the development of both schools into comprehensive institutions.

District 1, (Clallam and Jefferson Counties) is drawn in recognition of the fact that Peninsula College, while still quite small and likely to grow only slowly, is already developing into an institution whose planning and operations extend beyond the confines of Port Angeles. At some future time a single district encompassing Clallam, Jefferson, Kitsap, Mason, and perhaps even Gray's Harbor and Pacific Counties, might be practical. At the present time, however, the establishment of three community college districts takes account of the current pattern of the operations of Peninsula, Olympic, and Gray's Harbor colleges. It is drawn in recognition of the fact that each of these institutions has developed considerable loyalty and interest and enthusiasm in community college education in their own service areas.

Finally, we have proposed a single community college district encompassing both Lewis and Thurston Counties in recognition of the pattern of cooperation already in existence between Olympia and Centralia. Like district #4, district #12 would begin with two existing institutions, the Centralia Community College and the Vocational-Technical Institute at Olympia. Neither institution is comprehensive in its programs today. Both Olympia and Centralia are cooperating successfully with each other. We think placing both institutions and both areas within the responsibility of a single district would enhance and promote the patterns of coordination and cooperation which already are developing in these areas.

While Snohomish County is not a metropolitan area in the strict terms in which the United States Census uses this term, we believe that the developing pattern of urbanization in the Puget Sound area is likely to result in a very significant expansion of the urban population of this county. Today's population forecasts indicate that by 1985 the county will have a population close to 400,000 people. This will be fully adequate to support a multicollege system of community college education. The county already has a strong community college at Everett and another one in the process of being organized at Edmonds. Within a very short time, we believe that a district embracing Snohomish County should establish several new campuses to take account of the growing thrust of urbanization and population development in the southern portion of the county.

f. Metropolitan Districts

(1) King County In surveying the community college education needs of King County, we considered several alternative patterns of districting. From a theoretical standpoint, our first preference would be for a single community college district embracing all of King County.

In our review of community college experience elsewhere in the nation, we have been impressed by the metropolitan county districts in St. Louis and in Cuyahoya (Cleveland) Ohio, as well as the planning that currently is under way in metropolitan county districts in Allegheny County, (Pittsburgh) Pennsylvania, and Dallas County, Texas. Were there no community colleges in existence in King County today, we would not hesitate to recommend that a single community college district be set up to take responsibility for the provision and operation of community college education in the Seattle area.

From a practical standpoint, however, this is not the case. Shoreline, Highline, Green River, and Renton already have established community colleges and vocational-technical institute operations, while Bellevue and Seattle are well along in their plans for starting community college operations. Nearly all of these existing or planned community colleges, almost from their inception, have been cooperative ventures in which a number of school districts have been closely allied in the planning of the college and, after its establishment, in its actual operation. In one sense at least, these institutions are eloquent testimony to the enthusiasm and the support for community college education which has developed in these areas.

While we believe that within a short period of time it may be desirable to have a single community college district comprising all the Seattle metropolitan area in order to ensure the greatest efficiency and coordination of our community college operations there, we are reluctant to make any such proposal at the first step in organizing community colleges on an independent basis. We think that such a single county district might not be able to command the immediate interest and enthusiasm and loyalty of the individuals and groups whose past and current support has been so directly responsible for the development of a vigorous community college movement in the county. Rather than propose a single county-wide community college district, ab initio, we think it may be more feasible for the State to encourage the new districts in King County to develop effective patterns of cooperation as soon as they are established.

After the process of separation has been completed, the new community colleges have achieved organizational independence, and a pattern of coordination has developed among them, we believe that it then may be both practical and desirable to consolidate the existing districts into one single district encompassing the entire metropolitan Seattle area.

There is no guarantee that a system of five districts, such as we propose for King County, will not develop in ways which will result in intense parochialism on the part of these districts and a resistance to coordination and ultimately to consolidation. However, we would hope that a State-level agency for community colleges could be vested with the power to revise district boundaries and to consolidate districts. The knowledge that a State agency had such power, it seems to us, might serve as a deterrent to the development of the type of parochialism which has characterized the operation of many common school districts, and has resulted in their opposition to district consolidation.

Finally, it should be noted that we considered one other alternative pattern of districting for King County. Under this alternative, the county would have been divided into only four districts and corporate Seattle would not comprise a separate district. Instead, the northern portions of corporate Seattle would have been included in district #7 (comprising Shoreline, North Shore and Lake Washington), the southern portions of corporate Seattle would have been included in district #9 (Highline, Federal Way, and Renton) and the central portion of Seattle would have been combined with Bellevue, Mercer Island and the communities on the east side of Lake Washington which comprise district #8.

Such a proposed plan might appear to take account of one problem - the need to secure a better racial balance in public education in the Seattle metropolitan area. By creating a single community college district substantially coterminous with the corporate boundaries of Seattle, such as we have proposed, it has been argued that problems of racial imbalance are likely to be perpetuated rather than alleviated.

We are not altogether persuaded that a single community college district comprising corporate Seattle must, by definition, be racially imbalanced. Under existing State policy which we recommend be continued, students are free to register in the community college of their choice. Students resident in Seattle need not register in community colleges in corporate Seattle, but are free to register in colleges anywhere in the Seattle metropolitan area or, indeed, anywhere in the State. As we have indicated before, the community college districts, under our proposed plan, are not attendance areas, but are planning and administrative areas. Students are free to move where they wish and, indeed, to "vote with their feet" with respect to the kind of college and kind of college programs which they desire. Given the increasing tendency of students to commute long distances, not only to school, but to jobs and in search of recreation, we believe that a community college district for corporate Seattle, such as we have proposed, would not be subject to the same problems of racial imbalance which characterize the operation of a common school district with fixed attendance areas operating under a compulsory school attendance law.

Finally, we have drawn up our initial plan mindful of the fact that previous attempts to create a smaller number of larger common school districts in King County have not been successful. While we believe that the Seattle metropolitan area is a single economic entity and that the existing pattern of local governments in King County bears little relationship to the patterns of residence and work, we can only stress again that the district being planned for King County as we have proposed it attempts to take maximum account and make maximum use of loyalties, attitudes and enthusiasms which are already in existence.

For example, the boundaries of district #8 have been drawn to take account of the fact that Mercer Island, Issaquah, Snoqualmie Valley, and Lower Snoqualmie have taken an active part in the planning and work which is currently under way in the establishment of a new community college located in Bellevue. Similarly, we have been extremely impressed by the pattern of cooperation which not only characterizes the current operations of Green River College, but which, in our estimation, was in large measure responsible for the establishment of the college. At least five communities have been directly and continuously involved in the establishment of the college and its subsequent operation. We believe that this kind of enthusiasm and interest will be necessary to ensure that as the process of separation takes place and community colleges become independent organizations, they will not lose any of the momentum which they already have.

(2) Pierce County In considering a district for Pierce County, we considered several alternatives. The first was a three-district plan, as follows:

(a) one district encompassing corporate Tacoma and the school districts of Ruston, University Place, and Peninsula;

(b) the second incorporating Steilacoom, Dupont-Fort Lewis, Anderson-McNeil Island, Clover Park, Franklin Pierce, Bethel and Eatonville; and

(c) the third encompassing Puyallup, Sumner, Edgemont, Dieringer, Orting, Carbonado, White River and Fife.

A variation of this plan would call for two districts; the first encompassing corporate Tacoma, Ruston, University Place, and Peninsula, and the second encompassing the remainder of the county.

We were influenced in our final choice of a single county-wide district by two considerations. The first is that in contrast to conditions currently existing in King County, there is only one community college in actual operation in the county. This college is in Tacoma, and is allied with the Tacoma vocational-technical institute. Both are operated by the Tacoma school district. While a new community college is in the process of being organized at Clover Park, this college is not yet in operation. Thus, the community college (as distinct from the vocational-technical institute) in Clover Park is not yet an operating reality and has not yet established the kind of community support and loyalty which is characteristic of established colleges in King County.

The second and more important consideration influencing our recommendation relates to our "systems concept" of community college education. We do not doubt the need for a community college campus at Clover Park. We think that more detailed and careful study than has been done to date is very likely to indicate that another new college ought to be established somewhere in the area of Puyallup.

But as we have indicated repeatedly throughout this report, we reject the concept of "one college - one district". Instead, what is called for, in our estimation, are "systems" of community college education which involve a number of colleges all of which, however, will report to a single lay policy board and a single system chief executive officer. Among the many advantages of this "systems" concept, one of the most important is that it provides the kind of effective coordination which we believe is essential for the timely provision of community college services, and the most economical use of the considerable resources required to provide such services.

Here it seems to us that experience to date in Pierce County strongly argues for a single county-wide district encompassing existing and planned operations at Tacoma, Clover Park, and elsewhere in the county. The absence of such a single policy board and a systems chief executive officer with responsibility for community college education throughout the county, we believe has resulted in an absence of coordination between community college and vocational-technical institute operations at Tacoma and at Clover Park. While we are mindful of the many unique conditions which have produced this result, none the less we cannot fail to observe that there has been a striking lack of coordination, both with respect to operation and planning, between the Tacoma and the Clover Park common school districts regarding vocational-technical and community college education and operations.

Because there is no existing pattern of established community colleges in the county and because there has been an evident lack of cooperation in the planning of new community colleges in the past, we are strongly of the opinion that sound planning and comprehensive operations in Pierce County are most likely to be assured by the creation of a single community college district with the responsibility for operating a system throughout the entire county.

g. County and School District Boundaries

One final comment may be in order, and this concerns the significance of county and school district boundaries in our proposed districting plan.

Except insofar as the recommended new community college districts may have some local tax responsibility, and that real property assessment remains a county function, we believe that county boundaries have no particular significance in any districting plan for community college education. Similarly, we believe that community college boundaries could be drawn without regard for the boundaries of common school districts although, here, the task of insuring sound articulation between common school and community college programs might be better served by not putting one common school district in two different community college districts.

In the plan that we have proposed (see Figures 3 and 4) we have observed the county and school district boundaries merely as a matter of convenience. The boundaries as shown on that map are, to our way of thinking, merely a logical point of departure for the kind of "fine line" drawing which requires an intimate knowledge of a type which no outsider can supply about the attitudes and outlooks of people in communities all over the State.

Our purpose in drawing the map is to present a logical concept of districting, which attempts to embody the objectives which we believe are basic to any sound scheme of organizing community college education on an independent basis in the State. We would expect that any plan, or that the plan ultimately adopted, is likely to show variations with respect to district boundary lines. Thus, for example, any plan for districting which is ultimately drawn up might divide Lincoln County between the proposed district #17 and the proposed district #18; or, for example, it might include part of Klickitat County in district #14 and the other portion in district #16. These are the kinds of decisions which we think are most appropriately made by the Legislature in consultation with people in the communities affected.

From our foregoing remarks, therefore, it is evident that our purpose in presenting a map of the proposed districts is to suggest a logical plan for community college districting. Since the plan itself is not a product of any mechanical application of abstract criteria but rather an attempt to employ judgment and the understanding of the current operations of community college education in Washington which we have obtained through our study, we believe that it is subject to further refinement. In this connection, however, we believe that any substantial increase in the number of districts beyond those which we have proposed would do violence to the objectives which we have attempted to employ in creating this plan. A plan calling for 25 or 30 districts instead of the 20 we have proposed would create districts which would not have the diversity of population necessary to support a truly comprehensive system of community college education. On the other hand, we believe that it would be possible either initially or after the initial system of districting is established, to reduce the number of districts, and we have attempted to indicate at least some of the ways in which such consolidation might be accomplished.

C. ORGANIZATION AND FUNCTIONS OF DISTRICTS

Having proposed a pattern of community college districting for the State, we now turn to the question of how these districts should be organized and what their function should be.

In this section we will first outline our recommendations for district organization and then briefly describe and comment upon each one. Reference should be made to Figure 8 which shows a sample organization chart for a community college district.

1. Recommendations for Community College District Organization

a. Districts should be governed by a lay board of no more than seven trustees, elected at large from the district, for staggered terms of four years each.

b. Districts should be administered by a chief executive officer appointed by the district trustees. The chief executive officer, with the approval of the trustees, should select the presidents of the colleges operated by the district.

c. The new districts should be empowered to:

- operate all existing community colleges and vocational-technical institutes;
- create comprehensive "systems" of community college education encompassing programs in the areas of academic, general and transfer education, vocational-technical education, occupational education for adults and youth and broad programs of adult education and community service;

- establish new colleges, as required, so that multicollege systems develop within each district and so that colleges are easily accessible to all residents of the districts.

d. Every district should provide a fully comprehensive and balanced program of community college education. To avoid unnecessary duplication of skilled staff and expensive facilities, particularly in the area of vocational-technical education, however, some districts should develop unique programs designed to serve the specialized needs of relatively small numbers of students throughout the State.

e. The district board of trustees should make extensive use of citizen advisory committees in order to ensure citizen participation in the development and operation of community college educational programs; and, in particular, to insure that the specialized educational needs of particular community groups, notably labor, business, and industry, are adequately reflected in the educational programs provided for the district. Similarly, the president of each community college in the district also should make use of advisory committees in order to ensure that the unique needs of each particular area are adequately represented.

2. Comments on Recommendations

a. District Trustees. To ensure adequate local control for community college education, we believe that each of the new community college districts should be governed by a lay board of trustees.

With respect to the qualifications of board members, it seems essential to us that they should be registered voters resident in the district. To ensure that they are able to devote their full attention and complete loyalty to the problems of providing adequate programs of community college education, we believe that the district trustees should not be members of any other school board or college board of trustees. Whether there should be a Legislative stipulation to this effect, however, is a matter about which we do not feel strongly. Initially, while the process of separation is taking place, it might be desirable to have some interlocking membership between the existing board for common school education and the new board of community college trustees.

In our estimation, what is likely to occur is that in most instances some existing common school directors will decide to become community college district trustees and give up their common school district responsibilities. Indeed, a number of school directors have already indicated to us during our interviews in the State that they would intend to do this in the event that separate community college districts are established. We believe that their experience will be extremely valuable in getting the new community college districts organized and operating effectively. Moreover, their experience with common school education will tend to ensure, we believe, the new independent community college districts develop special attention and effort in the area of promoting effective means of articulating community college education programs with the programs of common school districts.

We have given some attention to the question as to whether some system of member-districts or trustee-districts ought to be employed to ensure that the district board of trustees adequately represents the entire community college district. Several suggestions to this end have been made. One would establish trustee-districts; another would require a provision that not more than three or four trustees could be resident in any one common school district, or any one incorporated place.

On the whole, our preference would be to avoid, if at all possible, writing into the enabling legislation setting up new community college districts a series of highly detailed and restrictive provisions about who should operate them and how the districts should be operated.

We think that in practice it is very likely that no single community or interest group will attempt to dominate the new boards and that the provision for election at large will ensure that the trustees are broadly representative of the entire district. It would be our recommendation therefore that the enabling legislation setting up the districts should not contain such restrictive provisions. After there has been adequate experience with the new districts, there will be an opportunity to judge whether any such restrictions are indeed necessary.

We also have considered the question as to how the first trustees should be selected. Several alternatives are possible. The first is that special elections be held to fill these posts. The second is that the first board of trustees be appointed. While views differ as to who should have the appointive authority, suggestions have ranged from having the Governor appoint the trustees to having the trustees appointed by the county commissioners, or by all of the school directors in common school districts in the new community college district.

After considering these alternatives, our preference would be to see the first group of trustees elected at large.

As we have already indicated, we believe that a number of existing common school directors would decide to stand for these posts. Community college education already is in existence in the State and many citizens are interested in it. As a result, we believe that a number of qualified people are likely to stand for election. The only virtues of appointing the first group of trustees would be as a means of either saving the time involved in the popular election, or, saving the expense. Neither of these, it seems to us, recommend themselves very highly, particularly in view of the problems of finding an adequate and really representative appointive authority. To ask the Governor to appoint 140 community college trustees seems to us rather unfeasible. While we see nothing objectionable in principle in having common school directors appoint the first board of trustees, assuming that their appointments would not be merely confined to school directors, it seems to us that direct election is preferable to this more indirect means of selecting trustees.

b. District Administration

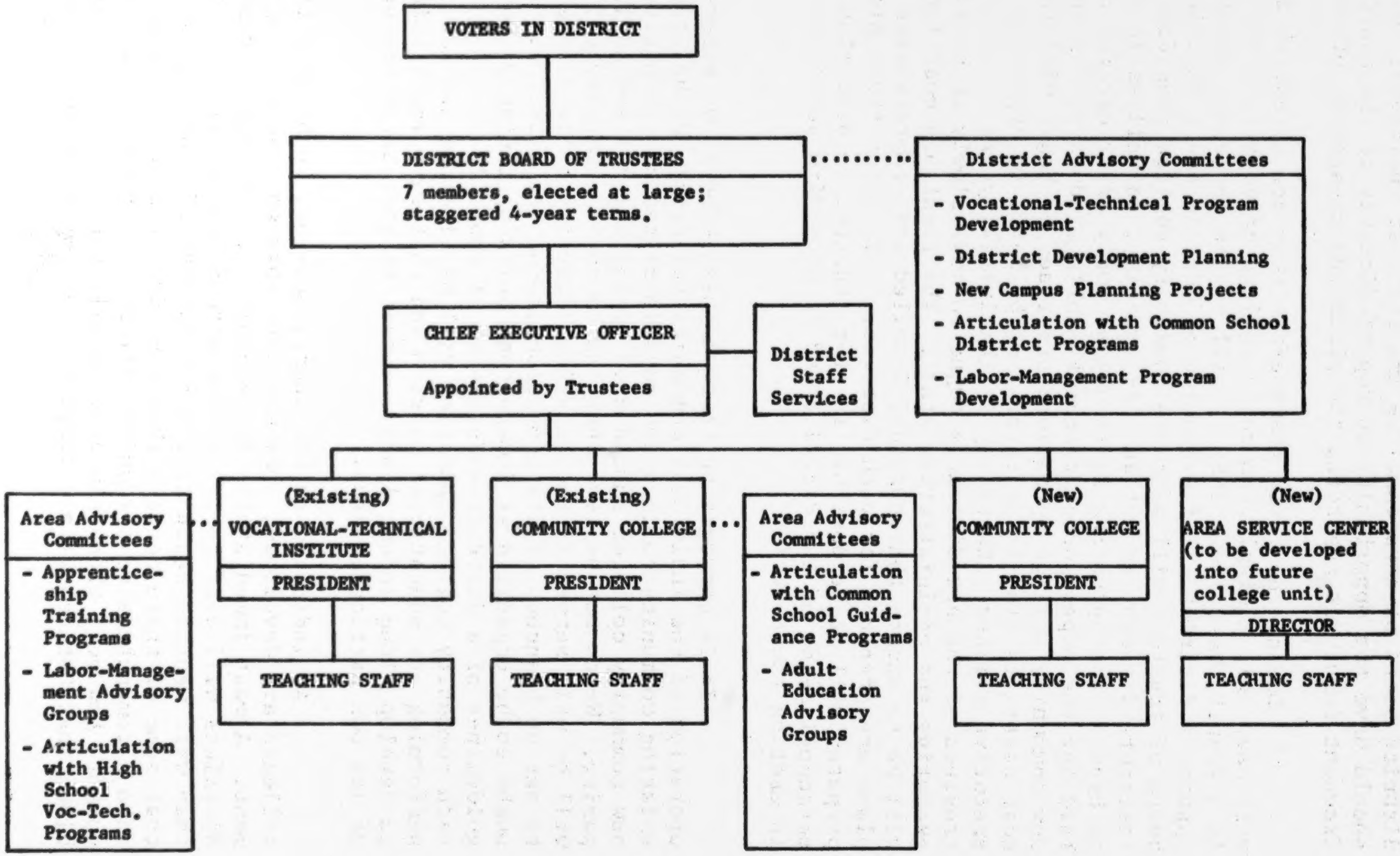
We believe that the operations of the district should be centered in the hands of a single chief executive officer. Because the actual operation of the various colleges in the district will be the responsibilities of the respective college presidents, the principal responsibility of the systems chief executive officer will be to coordinate the activities of the various operating units, that is, the colleges. We also believe that the chief executive officer, working with the board of trustees, will have a broad "systems" responsibility for the operation of the system throughout the community college district. The chief executive officer of the community college district ought to be a man of sufficient stature to speak for the trustees and the district as a whole. Moreover, we believe that he has important leadership responsibilities in interpreting community college education to the citizens of the district.

We would expect that the chief executive officer of each district will need to be supported by a small staff. Among the staff functions which would be required to support the work of the chief executive officer and the board of trustees, the planning function would certainly be included. As we have indicated above, we believe that one of the first jobs of the new community college districts is to develop comprehensive program and facility plans. Each community college district, therefore, will require a systems planning officer. Similarly, business and financial management and coordination will be required at the district level. Other central staff functions can be added as necessary.

As indicated in the organization chart attached, we believe the new community college districts ought to have a great deal of operating responsibility decentralized to the individual community colleges which they operate. Thus, every college ought to be headed by its own president. The president ought to have primary operating responsibility for the affairs of the college. In consultation with the district chief executive officer, he ought to plan its programs, have initial responsibility for hiring staff and conducting the educational operations. Because the college president's job will remain an extremely important one under the system of organization which we are recommending, we believe that the district chief executive officer

Figure 5

PROPOSED COMMUNITY COLLEGE DISTRICT ORGANIZATION


VOTERS IN DISTRICT
DISTRICT BOARD OF TRUSTEES
7 members, elected at large; staggered 4-year terms.
District Advisory Committees
- Vocational-Technical Program Development
- District Development Planning
- New Campus Planning Projects
- Articulation with Common School District Programs
- Labor-Management Program Development
CHIEF EXECUTIVE OFFICER
Appointed by Trustees
District Staff Services
Area Advisory Committees
- Apprenticeship Training Programs
- Labor-Management Advisory Groups
- Articulation with High School Voc-Tech. Programs
(Existing) VOCATIONAL-TECHNICAL INSTITUTE
PRESIDENT
TEACHING STAFF
(Existing) COMMUNITY COLLEGE
PRESIDENT
TEACHING STAFF
Area Advisory Committees
- Articulation with Common School Guidance Programs
- Adult Education Advisory Groups
(New) COMMUNITY COLLEGE
PRESIDENT
TEACHING STAFF
(New) AREA SERVICE CENTER (to be developed into future college unit)
DIRECTOR
TEACHING STAFF

will want to appoint the presidents with the advice and approval of the district board of trustees. We imagine that individual college presidents should have the opportunity to report directly to the board of trustees at frequent intervals regarding the plans and management of each college.

During the early years after they are established, many districts will have only a single community college or vocational-technical institute. As a result, we believe that it will not be necessary immediately to appoint a district chief executive officer in every district, but that the board of trustees will want the community college president or vocational institute director to act in this capacity, as well as in his capacity as head of the operating institution. Only after careful plans have been laid for the expansion of community college education in the district and new community college operations are ready to begin will the trustees in most districts find it necessary, we believe, to appoint a district chief executive officer. Certainly in the initial years of their operation, trustees of the new districts ought to move slowly in building permanent executive and administrative staff. The first and most important job will be to ensure that careful, detailed and comprehensive development plans are prepared for each district. Only after those plans have been prepared will it be possible for the trustees to determine the detailed personnel needs of the district and to move with authority and efficiency in meeting these needs.

It is appropriate to re-emphasize here two points about the operation of the individual community colleges. We believe that each existing community college and vocational-technical institute and all new community colleges should have organizational and administrative parity. We do not believe that the cause of community college education will be well served if the existing community college merely attempts to set up branches of its operation around the district. New colleges ought to be organized as independent units operating within the broad guidelines of a district-wide system of education so as to ensure that each community college operation will be vigorous and imaginative in performing its educational mission and that each institution will tend to develop along unique lines in order to best serve the unique needs of its own particular area.

As indicated on the chart, however, we believe that as new colleges are developed, they may pass through several stages of development. Almost immediately, for example, we can imagine that a number of districts will want to set up new attendance centers. In these centers they will want to begin to offer a variety of courses. We would expect that some of these centers should be designed so that they could develop into a comprehensive community college. In their early stages of development, however, these new centers will not spring into existence as full-blown institutions with a complete range of program offerings and staff.

The whole advantage of the systems concept of community college district operation, as we see it, is that it provides a flexible means for meeting emerging needs. Indeed, one of the great advantages of districts that are large in area terms and diverse in their population composition, is that broad systems of education can develop in an evolutionary manner.

c. District Powers and Responsibilities

As soon as they are organized, each of the districts will have an immediate operating responsibility because each district will include at least one existing community college or vocational-technical institute. For those new districts which contain both an existing college and an existing vocational-technical institute, one of the first concerns of the district trustees and chief executive officer will be to lay plans to ensure that each of the existing institutions develops fully comprehensive community college programs. Under a system of decentralized operating authority in which each college has a good degree of administrative independence and under a system in which there is a chief executive officer and a single policy board which can enforce such equality and autonomy between institutional units, we do not believe that there will be any risk of vocational-technical institutes', for example, becoming subordinated to an existing community college.

We also think it important to point out that while trustees and officers of the new district strive to ensure that every community college has a fully comprehensive program of education, we do not mean, by this, to say that some districts will not find it desirable to establish in one of its institutions programs of an advanced or specialized nature. Thus, we can envisage that in certain districts there will be a series of comprehensive community colleges incorporating both academic and vocational-technical programs and in addition to these, whether organized separately or in conjunction with one of the colleges, a highly specialized program of technical education or pre-professional education in which students who have gone through a basic comprehensive community college program, move on to take much more advanced and specialized work in a particular technical subject matter area. As we have indicated elsewhere, we believe that in order to avoid costly and unnecessary duplication in very specialized areas of vocational-technical education and occupational education, the State should encourage at least some districts to develop unique programs for which students from all over the State will come for varying periods of time in order to secure specialized training. Other such programs can be developed on a regional basis.

Already, such district specialization is beginning to make its appearance. Peninsula College, for example, has a unique program in marine biology. Big Bend College has some unusual programs in aircraft technology and other colleges have plans for highly specialized programs.

D. RECOMMENDATIONS FOR STATE-LEVEL ORGANIZATION

In order to make early and effective progress in the implementation of approved recommendations resulting from this study, we suggest the following action steps:

1. The Governor should appoint immediately an Advisory Planning Committee for Committee for Community College Education. We suggest that this committee be constituted so that seven members of the committee can be appointed by the Governor as the new State Board for Community College Education, if and when the Legislature enacts enabling laws.

   The Advisory Planning Committee should be chartered to begin work with the Office of the State Superintendent of Public Instruction through the State Board of Education, and for the immediate preparation for separation, districting, and financing of community colleges and vocational-technical institutes in the State.

2. A strong, well-staffed, and broadly capable Division of Community College Education should be created immediately within the Office of the State Superintendent of Public Instruction.

   As an initial step, the State Superintendent, with the advice of the Advisory Planning Committee and with the approval of the State Board of Education, should appoint a highly qualified Director of the Division of Community College Education. This new director should temporarily report to the State Superintendent and should be charged with the responsibility of defining staff requirements in the division and recruiting appropriately qualified personnel. The definition of position descriptions, 'specifications and salary ranges should be developed with the advice of the Advisory Planning Committee and with the assistance of the State Superintendent and the State Board.

   This division should be the locus of State-level administrative responsibilities for community colleges (including vocational-technical institutes) budgeting and finance, State-wide planning and research, districting, and the administration of basic minimum standards regarding curriculum, professional staff qualifications, the establishment of new colleges, facilities, pupil personnel services, and community services.

3. Upon enactment of enabling legislation:

   a. seven members of the Advisory Planning Committee for Community College Education should be appointed by the Governor as the new State Board for Community College Education;

   b. the director and the staff of the Division of Community College Education should become directly responsible to the new State Board for Community College Education and serve as its administrative agency; and

   c. a new joint State Board for Occupational Education should be established, consisting of members from the new State Board for Community College Education, and from the State Board of Education, and an Advisory Committee on Occupational Education should be appointed by the Governor to advise the new joint board on emerging requirements for occupational education in the State and nation, and particularly in the planning and coordination of Federal and State programs affecting high schools, community colleges, and vocational-technical institutes.

4. To implement the concepts and plans proposed in this report, the new State Board for Community College Education and the Director of Community College Education should be charged with the following duties and responsibilites:

   a. Review the budgets prepared by the community college districts, prepare a single budget for the support of the community college system in the State, and submit this budget to the Legislature.

   b. Allocate operating and capital support to the community college districts in conformance with the State and district budgets and minimum standards and guidelines established by the State Board for Community College Education.

   c. Supervise the preparation of the district development plans, review these plans and prepare a comprehensive master plan for the development of community college education in the State.

   d. Define and administer criteria and guidelines for the establishment of new community colleges or campuses within existing districts.

e. Establish and administer criteria and procedures for modifying district boundary lines.

f. Establish and administer minimum standards to govern the operation of the community college districts with respect to:

- qualifications and credentials of instructional and key administrative personnel

- standards for educational facilities and facilities planning

- budgeting, accounting, auditing and financial procedures

- the content of educational programs and the requirements for degrees and diplomas awarded by the colleges.

g. Prepare and establish guidelines for the operations of community college districts which will:

- ensure adequate emphasis on occupational education and an effective balance between occupational and academic programs

- encourage innovation in the development of new educational programs and instructional methods.

h. Establish standard tuition charges, collect tuition revenues and establish a system for awarding grants from tuition revenues to selected community college districts to encourage and support program development and experimentation, especially in the area of occupational education.

i. Sponsor, coordinate and support research, disseminate the research results, and provide the information and technical assistance necessary to provide educational leadership to the community colleges in the development of their programs and operations to the end that the State will develop a community college system of nationally recognized excellence.

5. If the Legislature does not elect to act upon our recommendation for a new State Board for Community College Education, then the Director of the Division of Community College Education (and his staff) will continue to be responsible to the State Board of Education through the Office of the State Superintendent of Public Instruction. The State Board, the State Superintendent, and the Director would then continue to carry out the duties and responsibilities listed above.

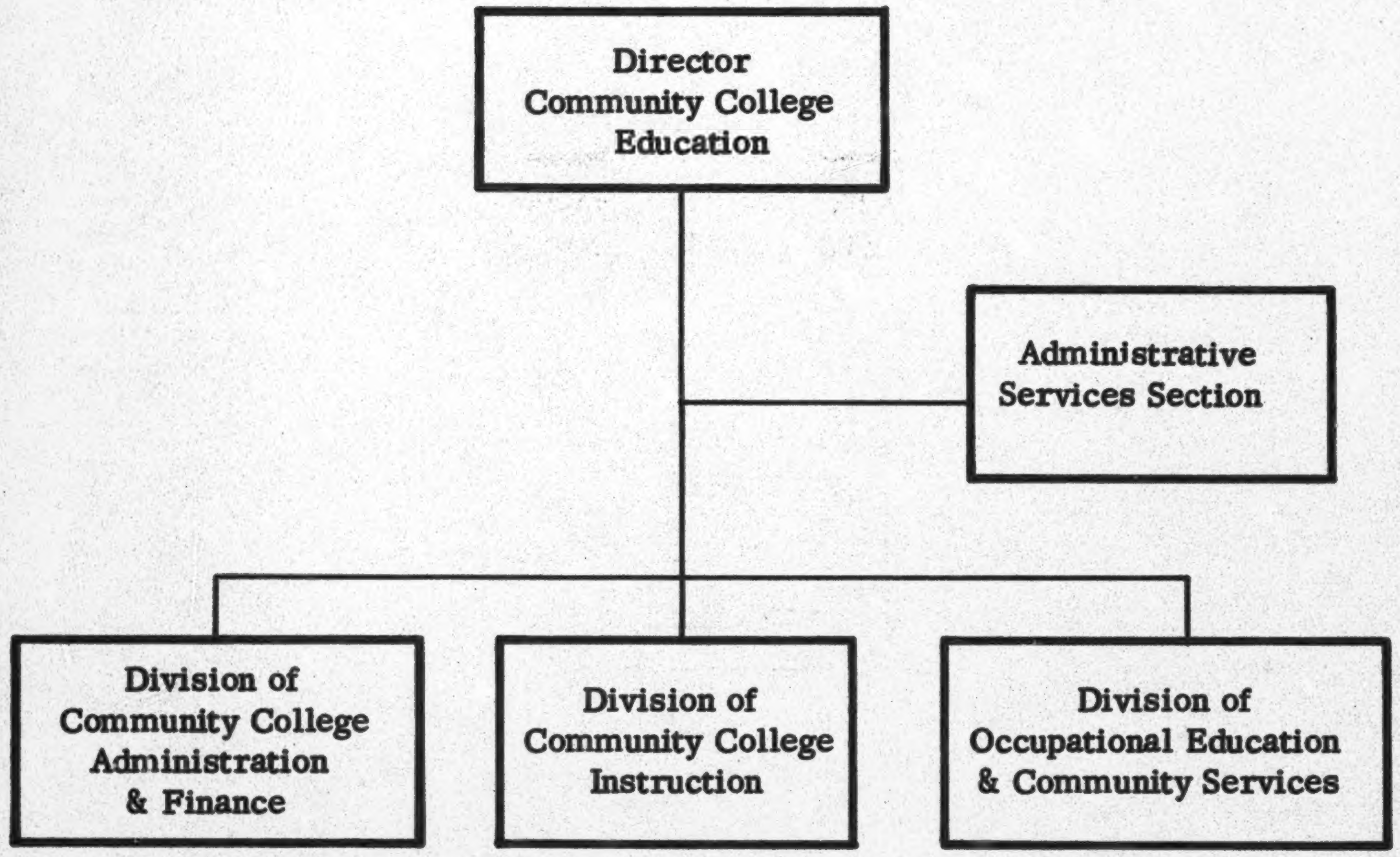

Director
Community College
Education
Administrative
Services Section
Division of
Community College
Administration
& Finance
Division of
Community College
Instruction
Division of
Occupational Education
& Community Services

FIGURE 6 PROPOSED ORGANIZATION OF STATE STAFF FUNCTIONS--COMMUNITY COLLEGE EDUCATION

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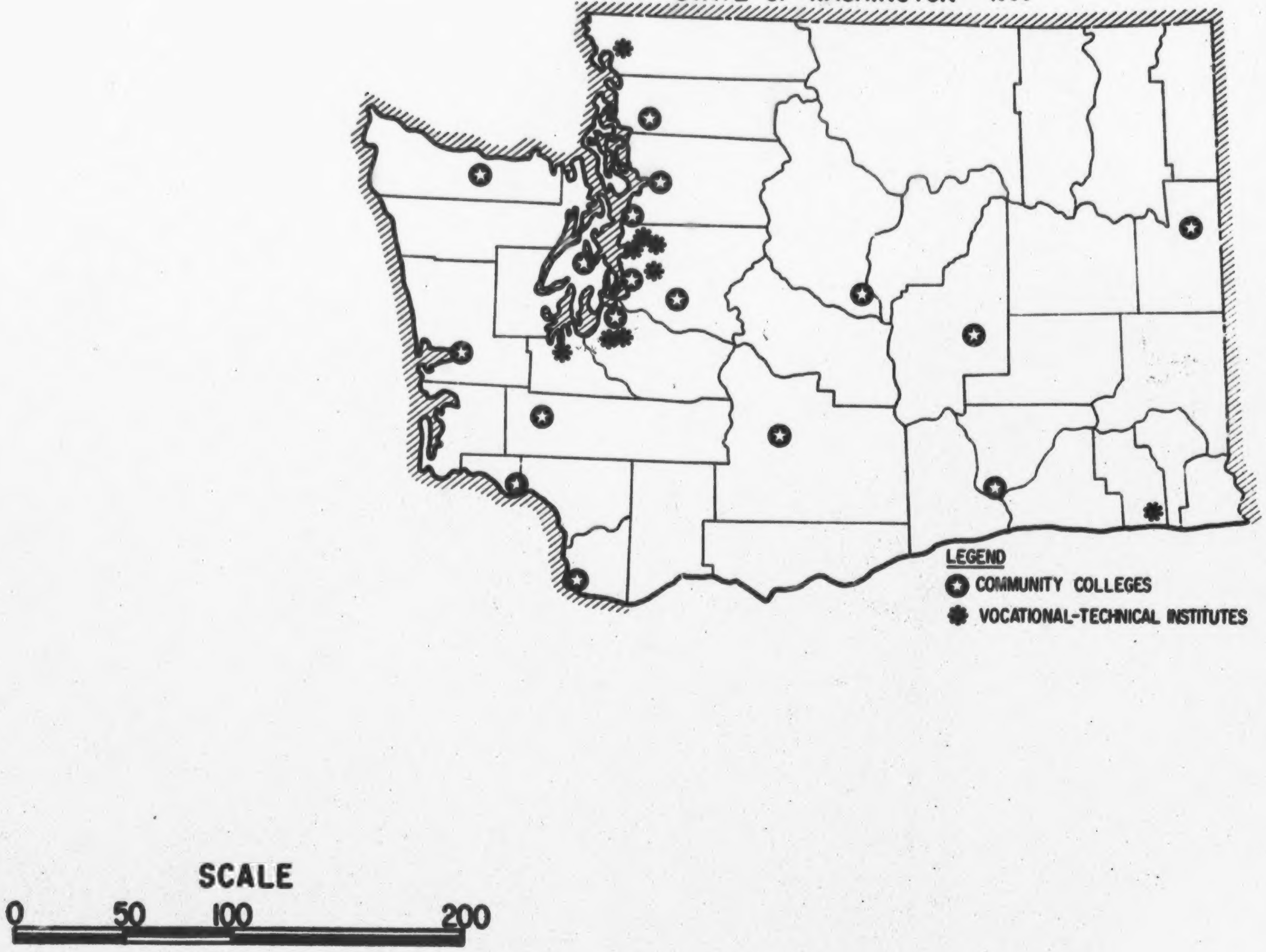
FIGURE 18

STATE OF WASHINGTON 1966


LEGEND
COMMUNITY COLLEGES
VOCATIONAL-TECHNICAL INSTITUTES
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State of Washington
SUPERINTENDENT OF PUBLIC INSTRUCTION
Olympia

July 1966

COMMUNITY COLLEGES OF THE STATE OF WASHINGTON

Bellevue Community College........................ Dr. John W. Brubacher, Superintendent of Schools Dr. Merle E. Landerholm, President	4333A - 128th Avenue S.E. Bellevue, Washington
Big Bend Community College........................ Dr. Don Morgan, President	P.O. Box 1547 Moses Lake, Washington 98837
Centralia Community College....................... Dr. Kenneth P. Mallery, Superintendent of Schools Dr. Nels Hanson, President	P.O. Box 639 Centralia, Washington 98531
Clark Community College........................... Dr. Dwight C. Baird, President	1925 Fort Vancouver Way Vancouver, Washington 98663
Columbia Basin Community College.................. Dr. Lewis Ferrari, Superintendent of Schools Dr. Fred L. Esvelt, President	2600 North Chase Pasco, Washington 99301
Everett Community College......................... Mr. GeraldFoss, Acting President	801 Wetmore Avenue Everett, Washington 98201
Grays Harbor Community College.................... Dr. Robert H. Woodruff, Superintendent of Schools Dr. Edward P. Smith, President	College Heights Aberdeen, Washington 98520
Green River Community College..................... Mr. Hayes Holman, Superintendent of Schools Dr. Melvin Lindbloom, President	12401 S.E. 320th Street Auburn, Washington 98002
Highline Community College........................ Mr. Carl Jensen, Superintendent of Schools Dr. Melvin A. Allan, President	So. 240th at Pacific Highway So. Seattle, Washington 98168
Lower Columbia Community College.................. Mr. Earl J. Reed, Superintendent of Schools Dr. Harold Lang, President	1600 Maple Longview, Washington 98632

Olympic Community College........................... Mr. Armin G. Jahr, Superintendent of Schools Dr. James D. Park, President	16th and Chester Street Bremerton, Washington 98312
Peninsula Community College......................... Dr. Jack L. Frisk, Superintendent of Schools Mr. E. John Maier, President	Grace Street Port Angeles, Washington 98362
Seattle Community College.....(open.September.1966). Dr. Forbes Bottomly, Superintendent of Schools Dr. Ed K. Erickson, President	550 Mercer Community College Planning Cente Seattle, Washington 98109
Shoreline Community College......................... Mr. William G. Stevenson, Superintendent of Schools Dr. Richard S. White, President	16101 Greenwood Avenue, North Seattle, Washington 98133
Skagit Valley Community College..................... Mr. Wendell T. Phipps, Superintendent of Schools Dr. Norwood M. Cole, President	2405 College Way Mount Vernon, Washington 98273
Spokane Community College........................... Dr. Walter S. Johnson, President	E. 3403 Mission Avenue Spokane, Washington 99202
Tacoma Community College............................ Dr. Angelo Giaudrone, Superintendent of Schools Dr. Thornton Ford, President	5900 South 12th Street Tacoma, Washington 98465
Wenatchee Valley Community College.................. Dr. Hal Kloes, Superintendent of Schools Dr. William E. Steward, President	1300 Fifth Street Wenatchee, Washington 98801
Yakima Valley Community College..................... Mr. Milton L. Martin, Superintendent of Schools Dr. Omar H. Scheidt, President	So. Sixteenth Ave. & Nob Hill Yakima, Washington 98901

****

The following Community Colleges are authorized to open in 1967:

Edmonds Community College........................... Dr. Harold E. Silvernail, Superintendent	3800 - 196th S.W. Lynnwood, Washington 98036
Clover Park Community College....................... Mr. T. Olai Hageness, Superintendent of Schools Mr. Marion O. Oppelt, Associate Superintendent and President - Elect	Planning Office 11304 Bridgeport Way Lakewood Center, Washington 98499
Walla Walla Community College....................... Dr. Delbert G. Peterson, Superintendent of Schools Dr. Eldon J. Dietrich, President	364 South Park Walla Walla, Washington 98362

VOCATIONAL-TECHNICAL CENTERS OF THE STATE OF WASHINGTON

Bellingham Technical School......................... Mr. Gordon L. Carter, Superintendent of Schools Mr. Raymond S. Smith, Director	3028 Lindbergh Avenue Bellingham, Washington 98225
Clover Park Vocational-Technical School............. Mr. T. O. Hageness, Superintendent of Schools Dr. Fred V. Miner, Director	4500 Steilacoom Blvd., S.W. Lakewood Center, Washington 98499
Lake Washington Vocational-Technical School......... Dr. Willard A. Downie, Superintendent of Schools Mrs. Ruth Brass, Director	6511 - 112th Avenue, N.E. Kirkland, Washington 98033
Olympia Vocational-Technical Institute.............. Dr. Rolland H. Upton, Superintendent of Schools Mr. Robert Boyden, Director	317 East Fourth Street Olympia, Washington 98501
Renton Vocational-Technical Institute............... Mr. Oliver M. Hazen, Superintendent of Schools Mr. O. F. Anderson, Director	1220 - Fourth Avenue, North Renton, Washington 98055
Tacoma Vocational-Technical Institute............... Dr. Angelo Giaudrone, Superintendent of Schools Mr. L. H. Bates, Director	1101 South Yakima Avenue Tacoma, Washington 98405
Walla Walla Vocational-Technical Schools............ Dr. Delbert G. Peterson, Superintendent of Schools Mr. Philipp Scott, Director	360 South Park Street Walla Walla, Washington 99362